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US

Employee Training in the Federal Service

Fiscal Year 1985

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Introduction

Purpose

Employee Training in the Federal Service presents information on training covered under the Government Employee Training Act, Chapter 4I, Title 5, United States Code. It serves as the central source document of statistical and general trend information regarding Federal training activities under the Act. This report covers the period from October I, I984 through September 30, I985.

This report contains both Government-wide data and agency-by-agency information. Certain trends are highlighted in the narrative accompanying the charts. Because of the innumerable ways in which the data can be examined and compared, and the different uses which can be made of the information, any further analysis is left up to the agencies and other organizations interested in the report.

For the second year in a row, this report is based solely on data submitted by agencies in response to the FPM 4I0 Bulletin. In the past, these Bulletin data played a secondary role to the data collected through the training subsystem of the Central Personnel Data File (CPDF).

Definitions

This report uses the definition of training found in FPM Chapter 4I0. Training is the process of providing for and making available to an employee, and placing or enrolling the employee in, a planned, prepared, and coordinated program, course, curriculum, subject, system, or routine of instruction or education, in scientific, professional, technical, mechanical, trade, clerical, fiscal, administrative, or other fields which are or will be directly related to the performance by the employee of official duties for the Government, in order to increase the knowledge, proficiency, ability, skill, and qualifications of the employees in the performance of official duties.

This report uses the following definitions for the source of training:

Internal (Government)— Training provided by, in, or through a Federal department, agency, or independent establishment for its own employees. A training instance is considered "internal," or in-house, under such circumstances as these: agency instructors conduct course; agency administers, hosts, sponsors, or coordinates course for its own employees. For example, a course is considered internal if an individual from an interagency or non-Government source provides a course on-site for the agency employees.

Interagency/Interservice (Government)— Training provided by, in, or through an interagency training activity, or by a Federal department, agency, service, school, or independent establishment other that the one in which the trainee is currently employed. Major civilian interagency trainers include the Office of Personnel Management's Interagency Training Program, the Justice Department's Legal Education Institute, the Occupational Safety and Health Administration Training Institute, the Federal Law Enforcement Training Center, the State Department's Foreign Service Institute, the Federal Emergency Management Agency Training Center, the General Services Administration Training Center, and the Interagency Auditor Training Program of the USDA.

College/Prof. Assoc./Non-profit (Non-Government)— Training provided by, in, or through a college, university, or other education institution; a professional society or association; foreign governments; or other non-profit organizations which do not have Federal government status. Training provided by an individual as the contractor is categorized under "private/other."

Private/Other (Non-Government)— Training provided by, in, or through an individual contractor, commerical concern, or other private organization, other than those defined above. This category also includes individual vendors who may be affiliated with a university, but who are providing training as private persons.

Non-Government— Training provided by "College/Prof. Assoc./Non-Profit" and "Private/Other" sources taken together.

Long-Term— Training of 121 days or more and provided by an individual contractor, a commercial or industrial concern, an educational institution, or a professional society or association. This most often involves participation in a long duration course of study at a university.

Organization of the Report

This report is divided into four chapters:

Chapter 1: Government-wide Training Data, FY 1985 contains summary data in such categories as source, hours, and cost of training as well as data on agency training personnel.

Chapter 2: Trends in Training FY 1975, FY 1980 and FY 1985 compares source and cost information from FY 1985 to the same data in FY 1980 and FY 1975.

Chapter 3: Agency Training Efforts, FY 1985 presents data by individual agency, categorized by agency population into small, midsize, and large.

Chapter 4: Long-Term Training is a summary of long-term training for FY 1985 as well as a comparison of instances in past years.

Chapter I: Governmet-Wide Training Data, FY I985

The charts in this chapter include:

Chart I—A Training Overview
Chart 2—Personnel Engaged in Agency Training Activities
Chart 3—Summary Information by Position Level

Highlights from each of these charts are discussed below.

Chart I: A Training Overview

The total number of training instances increased modestly in FY I985 (up 3.4% from FY I984). Internal training again led all other categories, accounting for about 60% of reported training instances, training hours, and training costs in FY I985. The remaining instances, hours, and costs were distributed fairly evenly across the Interagency, College/Professional/Non Profit, and Private/Other categories.

At nearly $325, the average cost of a training instance was up by II% from FY I984, whereas the average length of a training instance was down I0% to about 30 hours. Agencies appear to be controlling rising costs by using shorter sessions (the average length in FY I975 was 43 hours). However, other factors — such as more efficient training methods and a reduced agency workforce making time for training less available — also contribute to the shorter average length.

By training source category, the largest increase in instances occurred in the Private/Other category — up by 70,000 or 4I% from FY I984. This indicates that agencies are adhering to the Administration's policv of purchasing training services from outside the government.

Dollar for dollar, Internal training remains the most economical of all the training categories, with Interagency a close second. The expenditures for Internal training include the salaries of all instructors (full- and part-time) and 57% of the salaries of the administrative and clerical support personnel. The salaries of other agency training personnel (employee development specialists or equivalent positions) are not included in the computation of costs for any of the Internal training because the majority of their time is spent in the day-to-day operation of agency training offices, conducting needs analyses, and other activities separate from actual delivery of training. Costs for interagency and non-government sources is the total paid by agencies for those services.

Chart 2: Personnel Engaged in Agency Training Activities

This chart is based on data from OPM Form II86, Personnel Engaged in Agency Training Activities. Overall, there was a 3% increase in staff years for training personnel from FY I984. GS-235 or equivalent personnel remained virtually unchanged, agency instructors were up 5.5%, and administrative and clerical support rose 3.4%. Total salary costs were up 9% from the previous year. Salaries for GS-235 or equivalent personnel were up 3%, for instructors up I4%, and for administrative and clerical support up I0%.

The number of training personnel is up slightly since FY I980, with most of the movement occurring in the instructor and administrative and clerical support categories.

Chart 3: Summary Information by Position Level

In none of the categories does the number of employees trained (column 5) come close to equaling the total instances (column 1). So in FY 1985, 1.2 million Federal employees received no training, while, fewer than 1 million did. Moreover, to account for the I.7 million instances, many of those attending training did so at least twice.

For each level, the proportion of total training instances matches that level's representation within the total workforce, indicating that no one level received a disproportionate share of training. However, the more telling figures concern the number of employees at each level who actually received training, relative to their total number in the workforce. At the executive level, 44% went to training in FY I985 (vs. 46% in FY I984) and, of the managers and supervisors, 57% were trained in FY I985 (vs. 54% in FY I984), and 4I% of non-supervisory employees were trained (vs. 43%).

Government-Wide Training Data, FY 1985

Chart 1: A Training Overview

SOURCE	Instances	Hours	Expenditures[1]	Average Cost Per Instance	Average Cost Per Hour	Average Length Per Instance (Hours)
INTERNAL	1,081,427	32,640,229	$325,088,722[2]	$300.61	$9.45	30.18
INTERAGENCY	202,153	6,370,220	$64,580,211	$319.46	$10.13	31.51
COLLEGE/PRO/NP	170,828	5,203,960	$61,572,745	$360.43	$11.83	30.46
PRIVATE/OTHER	239,099	6,783,404	$98,564,414	$413.48	$14.57	28.37
TOTAL	**1,693,507**	**50,997,813**	**$550,106,092**	**$324.83**	**$10.78**	**30.11**

[1]Includes trainee expenses and externally purchased products/services.

[2]This figure also includes the salaries of all instructors and 57.8% of administrative and clerical support personnel.

Government-Wide Training Data, FY 1985

Chart 2: Personnel Engaged in Agency Training Activities

Personnel	GS-235 or Equivalent		Agency Instructors		Administrative and Clerical Support Personnel	
	Staff-Years	**Total Salary Costs**	**Staff-Years**	**Total Salary Costs**	**Staff-Years**	**Total Salary Costs**
Full-Time Personnel	2,690	$89,690,790	3,373	$116,410,120	2,487	$52,775,981
Part-Time Personnel	249	7,165,343	592	16,518,022	647	10,673,136
TOTAL	**2,939**	**$96,856,133**	**3,965**	**$132,928,142**	**3,134**	**$63,449,117**

Note: Apportioning the Administrative and Clerical Support (A&CS) salaries between the two other categories, we have:

Salaries of Agency Instructors ..... $169,601,731 (includes 57.8% of A&CS)

Salaries of GS-235 or Equivalent ..... $123,631,661 (includes 42.2% of A&CS)

Government-Wide Training Data, FY 1985

Chart 3: Summary Information by Position Level

Position	(1) Instances	(2) Hours	(3) Hours Per Instance	(4) Total Employees	(5) Total Trained	(6) Training Rate*
EXECUTIVES	7,033	204,536	29	8,446	3,695	1.9
MANAGERS/ SUPERVISORS	237,380	7,229,002	30	263,755	152,365	1.5
NON-SUPERVISORS	1,449,094	43,564,275	30	1,830,100	755,087	1.9
TOTAL	1,693,507	50,997,813	30	2,102,301	911,147	1.8

*Instances (Column 1) divided by Total Trained (Column 5).

Chapter 2:Trends in Training for FY 1975, FY 1980, and FY 1985

The charts in this chapter include:

Chart 4—Instances and Costs
Chart 5—Instances by Source
Chart 6—Costs
Chart 7—Costs in 1985 Dollars

Highlights from each of these charts are discussed below.

Chart 4: Instances and Costs

Chart 4 clearly shows an increase in training instances in all categories of training between FY 1980 and FY 1985. The big increase is in Internal training. As mentioned in last year's report, much of the increase is attributable to the change in agency reporting from the CPDF training subsystem to the OPM Form 1524 in the FPM 410 Bulletin.

To provide better comparative data for trend analysis, the FY 1975 and FY 1980 figures at the bottom of the chart have been converted to 1985 dollars. Interestingly, the 105% increase in training instances between FY 1980 and FY 1985 was not matched by a similar increase in costs, which only rose 59%. When adjusted to 1985 dollars, the increase is under 25%.

Chart 5: Instances by Source

Chart 5 depicts how reported instances of training have increased over the last 10 years. Between FY 1975 and FY 1985, internal training more than doubled with an actual increase of 527,210. Non-government doubled while interagency training increased almost 79%. As a percentage of the total instances conducted, non-government increased from 23% to 24%, interagency stayed the same at 12%, and internal dropped 1%.

Chart 6: Costs
Chart 7: Costs in 1985 Dollars

Chart 6 reflects the considerable increase in costs for training over the past ten years. However, when adjusted for inflation as in Chart 7, we see that while direct and indirect cost did rise markedly, salaries remained fairly level.

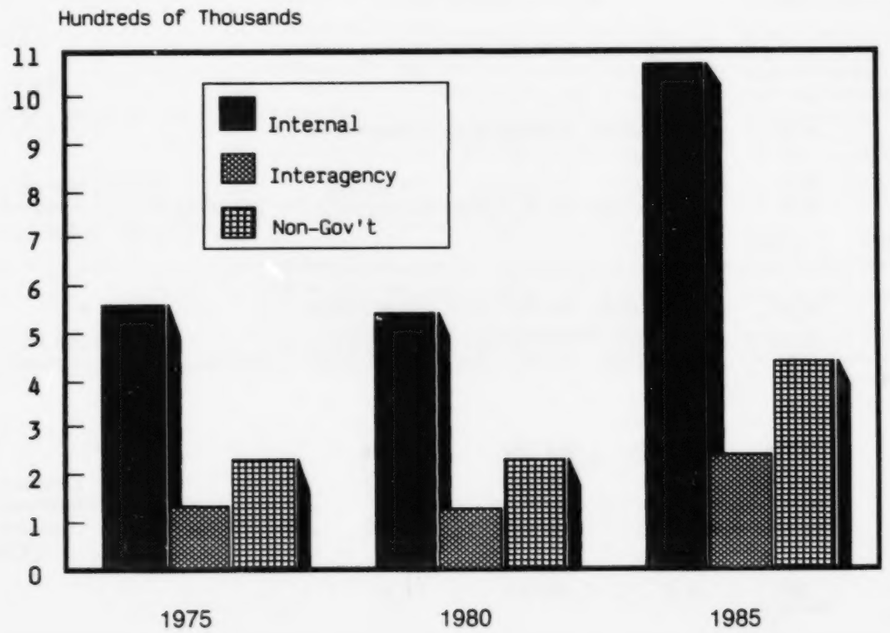
Trends in Training for FY 75, FY 80, and FY 85

Chart 4: Instances and Costs

	FY 75	FY 80	FY 85	% increase 75-80	% increase 80-85
INSTANCES:					
Internal	554,217	509,350	1,081,427	−8.09	112.31
Interagency	107,826	113,247	202,153	5.02	78.50
Non-Gov't	200,578	204,541	409,927	1.97	100.41
TOTAL	**862,621**	**827,138**	**1,693,507**	**−4.11**	**104.74**
COSTS:					
Salaries of Training Personnel	$141,118,759	$201,758,504	$293,233,392	42.97	45.33
Direct and Indirect	124,857,274	195,562,663	339,732,834	56.62	73.72
TOTAL	**$256,976,033**	**$397,321,167**	**$632,966,226**	**49.38**	**59.30**
ABOVE COSTS IN 1985 DOLLARS:					
Salaries of Training Personnel	$276,354,721	$257,734,161	$293,233,392	−6.88	14.00
Direct and Indirect	244,509,639	249,819,353	339,732,834	2.04	36.14
TOTAL	**$520,864,360**	**$507,553,514**	**$632,966,226**	**−2.50**	**24.65**

Trends in Training for FY 75, FY 80, and FY 85

Chart 5: Instances by Source



Trends in Training for FY 75, FY 80, and FY 85

Chart 6: Costs

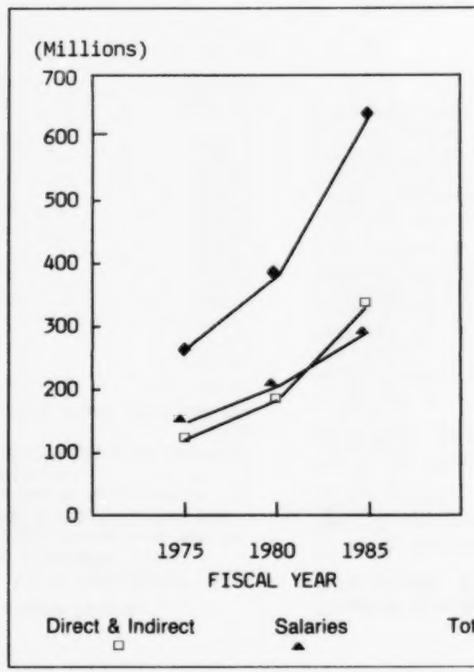
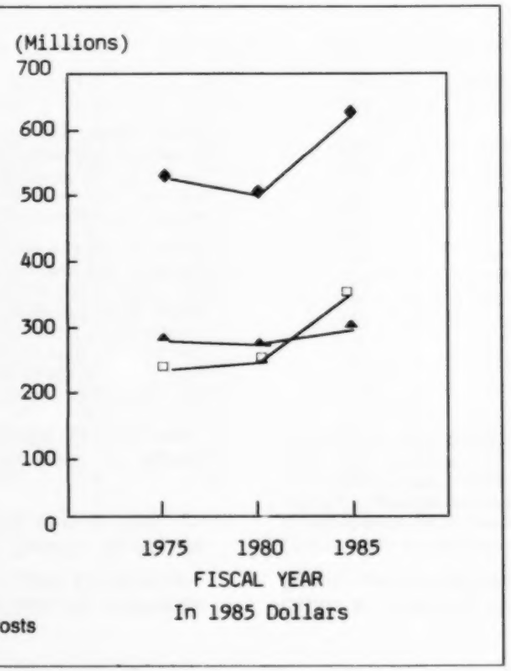


Chart 7: Costs in 1985 Dollars



Chapter 3: Agency Training Efforts, FY 1985

The charts in this chapter include:

Chart 8—Summary Data for Agencies With Fewer than 1,500 Employees
Chart 9—Summary Data for Agencies With Between 1,500 and 10,000 Employees
Chart 10—Summary Data for Agencies With Over 10,000 Employees
Chart 11—Training Dollars Spent per Employee

Highlights from each of these charts are discussed below.

Chart 8: Summary Data for Agencies With Fewer Than 1,500 Employees

Chart 9: Summary Data for Agencies With Between 1,500 and 10,000 Employees

Chart 10: Summary Data for Agencies With Over 10,000 Employees.

Charts 8, 9, and 10 show costs, population, and reported training instances by agency for FY 1985. The charts are broken out by small, midsize, and large agencies based on number of employees. For small agencies, the range of training dollars expended per employee was $45 to $1057. For midsize agencies the range was $64 to $2065. In large agencies the range was $99 to $1078.

OPM does not have data to analyze the reasons for these differences in agencies per employee training expenditures. Some of the factors influencing training expenditures are changes in laws, regulations, turnover, new mission, budget and technology.

Chart 11: Training Dollars Spent per Employee

Chart 11 indicates that midsize agencies continue to spend more money per employee than small and large agencies. However, the midsize agency average of $394 is actually down 2% from FY 1985, while small and large agency averages are up 44% and 13%, respectively.

Agency Training Efforts, FY 1985

Chart 8: Summary Data for Agencies With Fewer Than 1500 Employees

	TRAINING COSTS						
Agency	Direct & Indirect	Salary	Total	Population	$ per Employee	Instances	$ per Instance
USUHS	$32,917	$6,815	$39,732	872	$45	92	$431
DNA	174,445	10,902	185,347	472	392	375	494
ACTION	68,377	39,000	107,377	517	206	259	414
CFTC	53,286	28,363	81,649	486	166	246	331
CPSC	47,433	30,829	78,262	598	130	1122	69
Ex-Im Bank	89,481	19,573	109,054	352	306	289	377
FCA	234,978	64,273	299,251	283	1057	420	712
FHLBB	332,317	67,061	399,378	671	595	792	504
FLRA	54,752	29,000	83,752	288	290	204	410
FMCS	54,351	33,936	88,287	330	266	151	584
FTC	93,527	30,355	123,882	1,055	116	555	223
ICC	21,690	28,728	50,418	858	57	128	393
ITC	128,879	24,760	153,639	461	329	459	334
MSPB	85,832	28,600	114,432	344	328	249	459
NEH	21,292	24,487	45,779	263	171	72	635
NGA	50,625	31,030	81,655	662	122	295	276
PBGC	114,395	115,619	230,014	510	449	421	546
SSS	90,251	14,036	104,287	295	353	316	330
TOTAL	$1,748,828	$627,367	$2,376,195	9,317	$255	6,445	$368

Agency Training Efforts, FY 1985

Chart 9: Summary Data for Agencies With Between 1500 and 10,000 Employees

	TRAINING COSTS						
Agency	Direct & Indirect	Salary	Total	Population	$ per Employee	Instances	$ per Instance
DCA	$1,066,589	$395,068	$1,461,657	3,800	$384	3,767	$ 388
DCAA	1,222,849	895,300	2,118,149	4,586	461	7,686	275
DMA	4,348,658	710,046	5,058,704	9,731	519	9,297	544
OSD	977,900	229,994	1,207,894	1,901	635	2,758	437
AID	1,306,570	454,032	1,760,602	3,694	476	603	2,919
Archives	122,794	112,500	235,294	3,667	64	855	275
Education	257,631	592,000	849,631	5,863	145	3,915	217
EEOC	440,503	543,789	984,292	3,098	317	559	1,760
FCC	125,860	63,123	188,983	1,898	100	556	339
FDIC	2,424,856	6,862,082	9,286,938	4,497	2,065	4,247	2,186
FERC	251,980	141,758	393,738	1,639	240	2,468	159
GPO	148,892	487,045	635,937	5,135	123	2,331	272
NLRB	346,027	236,300	582,372	2,721	214	1,633	356
NRC	2,190,967	817,024	3,007,991	3,949	761	4,874	617
NSF	398,120	130,480	528,600	1,871	282	1660	318
OPM	446,065	399,163	845,228	6,733	125	2,653	318
RRB	236,259	220,629	456,888	1,681	271	637	717
SEC	185,437	112,696	298,133	1,891	157	1,498	199
Smithsonian	391,368	222,760	614,128	4,470	137	1,290	476
SBA	445,676	148,527	594,203	4,110	144	2,164	274
USIA	636,826	756,410	1,393,236	5,360	259	2,505	556
TOTAL	$17,971,872	$14,530,726	$32,502,598	82,296	$394	57,946	$560

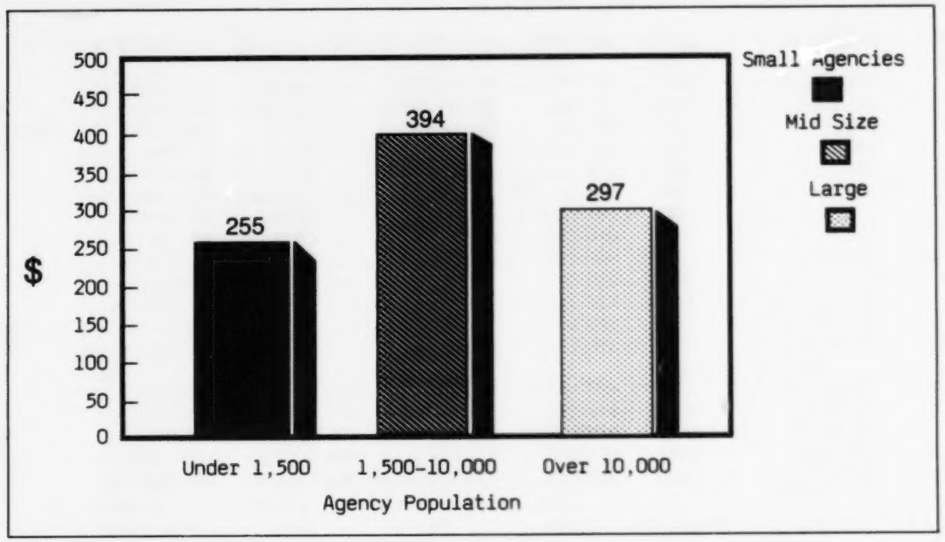
Agency Training Efforts, FY 1985

Chart 10: Summary Data for Agencies With Over 10,000 Employees

	TRAINING COSTS						
Agency	Direct & Indirect	Salary	Total	Population	$ per Employee	Instances	$ per Instance
Army	$87,393,139	$27,967,799	$115,360,938,	428,098	$269	354,312	$325
Navy	32,884,522	32,533,596	65,418,118	330,255	198	348,761	187
Air Force	23,598,324	19,564,166	43,162,490	266,524	160	129,190	334
DLA	7,488,314	3,725,818	11,214,132	52,719	212	46,625	240
NGB	1,478,273	705,691	2,183,964	31,233	69	6,556	333
Agriculture	25,098,740	7,679,338	32,778,078	113,541	288	119,359	274
Commerce	6,257,766	2,735,979	8,993,745	31,624	284	21,696	414
Energy	2,251,303	1,501,312	3,752,615	15,253	246	21,513	174
EPA	2,568,348	672,908	3,241,256	13,655	237	10,878	297
HHS	18,813,771	23,252,772	42,066,543	115,458	347	99,304	411
HUD	2,167,035	1,887,368	4,054,403	12,049	336	13,846	292
Interior	18,549,698	6,437,103	24,986,801	74,131	337	76,917	324
Justice	16,307,794	19,193,648	35,501,442	41,200	813	54,025	683
Labor	3,613,486	6,693,714	10,307,200	14,417	714	14,437	713
NASA	7,744,312	2,719,814	10,464,126	21,478	747	27,866	365
Transportation	14,577,608	64,308,941	78,886,549	68,144	1128	45,206	1912
Treasury	45,349,328	24,757,662	70,106,990	136,750	512	178,516	407
VA	3,870,373	32,007,670	35,878,043	224,160	138	60,109	637
TOTAL	$320,012,134	$278,075,299	$598,087,433	2,010,689	$297	1,629,116	$367

Agency Training Efforts, FY 1985

Chart 11: Training Dollars Spent Per Employee



Long-Term Training

The Chart in this chapter is:

Chart I2—Summary Data for FY 1975, FY 1980 and FY 1985
Highlights from this chart are discussed below.

Chart I2: Summary Data for FY 1975, FY 1980, and FY 1985

For the second year in a row, the Defense Department accounted for 60% of long-term training instances and days, and 70% of the costs. Major non-Defense users in FY 1985 included VA, HHS, and Commerce. Long-term training seems to have leveled off from its decline of the late 1970s and early 1980s.

Long-Term Training

Chart 12: Summary Data for FY 75, FY 80, and FY 85

Agency	FY 75	FY 80	FY 85	Days Fy 85	Costs ($) FY 85
Air Force	110	53	76	17,998	$661,625
Army	305	90	85	18,106	1,321,620
Navy	125	71	63	14,275	719,155
Other Defense	65	45	39	9,197	449,731
Total Defense	**605**	**259**	**263**	**60,176**	**$3,151,631**
Agriculture	48	30	7	1,513	$45,864
AID	34	13	8	1,587	83,597
Commerce	105	52	17	3,819	165,124
EPA	17	12	1	200	11,294
GAO	8	-	-	-	-
GSA	5	3	-	-	-
HHS	63	28	20	4,417	145,097
HUD	5	-	-	-	-
Interior	24	13	9	1,501	91,647
Justice	2	-	1	400	24,442
Labor	4	23	3	575	38,300
NASA	29	18	36	7,080	306,515
NSF		-	3	782	19,745
Smithsonian	-	-	1	171	10,408
Transportation	28	25	3	780	7,143
Treasury	6	11	3	580	57,100
USIA	-	11	10	1,561	109,708
VA	30	39	49	13,009	114,988
Total Non-Def.	**408**	**278**	**171**	**39,975**	**$1,230,972**
TOTAL	**1,013**	**537**	**434**	**98,151**	**$4,382,603**